

**CITY OF MANCHESTER**  
**PLANNING AND ZONING COMMISSION**  
**MEETING MINUTES**  
**MONDAY, APRIL 25, 2011**

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**COMMISSIONERS**

Dave Willson, Mayor  
Jason Truesdell, Chairman (Term to 2014)  
James Labit, Secretary (Term to 2012)  
Debbie Mizerany (Term to 2012)  
Tom Brown (Term to 2013)  
Jack Fluchel (Term to 2014)

**CITY OFFICIALS AND OTHERS**

Mike Clement, Alderman, Ex-Officio member  
Franz Krantz, Planning and Zoning Director  
Cynthia Holten, Recording Secretary

**CASES**

**#11-SUB-001**

A minor subdivision is being requested by Theodore Laneman on behalf of Robert Willman to split the lot at 14356 Manchester Road from one lot into two. The property is zoned C-1 Commercial with Historic Overlay.

- **Theodore Laneman**  
T.L. Consultants  
3109 S. Grand Blvd.  
St. Louis, MO 63118  
314 772 4346

**#11-SP-002**

A Site Plan approval is requested by St. Joseph Church to build a proposed parish center building and associated parking lot improvements at 555 St. Joseph Lane. The property is zoned R-1 Single Family Residential.

- **Chris Mueller, P.E.**  
Stock & Associates Consulting Engineers, Inc. –  
Civil Engineer  
257 Chesterfield Business Parkway  
St. Louis, MO 63005  
635 530 9100
- **Todd Jacobs**  
Christner, Inc. - Architect  
7711 Bonhomme Ave., Ste 100  
Clayton, MO 63105  
314 725 2927
- **Kelly Pimmel**  
Christner, Inc. – Project Architect  
7711 Bonhomme Ave., Ste 100  
Clayton, MO 63105  
314 725 2927
- **Jim Sigillito**  
St. Joseph Church – Business Manager  
567 St. Joseph Lane  
Manchester, MO 63021  
636 227 5247
- **Rev. Thomas Santen**  
St. Joseph Church – Parish Pastor  
567 St. Joseph Lane  
Manchester, MO 63021

636 227 5247

<u>CASES</u>	<u>REPRESENTATIVES OF CASES</u>
<b><u>Manchester Road Great Streets Master Plan</u></b> Review and Discussion	<ul style="list-style-type: none"> <li><b>Franz Kraintz</b> Planning and Zoning Director</li> </ul>

### 1. CALL TO ORDER

Commissioner Truesdell called the Planning and Zoning meeting of April 25, 2011 to order at 7:00 p.m.

### 2. ROLL CALL

Commissioner Truesdell asked the Recording Secretary to take roll.

Commissioner Debbie Mizerany	Present	Mayor David Willson	Present
Commissioner Jack Fluchel	Present	Alderman Mike Clement	Present
Commissioner/Secretary James Labit	Present	Director Franz Kraintz	Present
Commissioner Tom Brown	Present	Cynthia Holten, Recording Secy	Present
Chairman Jason Truesdell	Present		

### 3. APPROVAL OF MINUTES

Commissioner Brown made the motion to approve the minutes of February 28, 2011. Motion seconded by Commissioner Labit; motion approved by voice vote. The vote taken was recorded as follows:

<u>Ayes</u>	<u>Nays</u>	<u>Abstentions</u>	<u>Excused</u>
5	0	1	0

### 4. APPROVAL OF AGENDA

Commissioner Truesdell asked if there were any changes to the agenda. Commissioner Labit made the motion to approve the agenda as presented. Commissioner Fluchel seconded; motion approved by voice vote. The vote taken was recorded as follows:

<u>Ayes</u>	<u>Nays</u>	<u>Abstentions</u>	<u>Excused</u>
6	0	0	0

### 5. OLD BUSINESS

There is no Old Business.

6. NEW BUSINESS

- A. **CASE #11-SUB-001** – A minor subdivision is being requested by Theodore Laneman on behalf of Robert Willman to split the lot at 14356 Manchester Road from one lot into two. The property is zoned C-1 Commercial with Historic Overlay.

Ted Laneman said he is seeking to build a lot in the rear of the property on behalf of Mr. Robert Willman. This lot is for placement of the historic parsonage building that had been moved down Highway 141 to its present location.

Director of Planning and Zoning Kraintz said this is a straight forward lot split. It appears to be the intention of Mr. Willman to sell off one or both of the two parcels. The parcels are fairly even and there is no minimum requirement for this lot split in the C-1 zone district. He said the dividing line had been moved five feet from the existing accessory structure in order to make it compliant with the new lot line, but that was the only difference in the current site plan. Following a recommendation by the Planning and Zoning Commission this subdivision split will go to the Board of Aldermen for two readings and approval before the plat can be recorded.

Commissioner Mizerany asked if both buildings were currently occupied or in use. Mr. Laneman said only the front one closest to Manchester. She confirmed that the reason for the property split was to be able to sell the rear property to interested parties and that the building is historical. Director Kraintz said that while the building wasn't on the national historic list, it would need to be reviewed by our Historic Review Commission.

Commissioners Fluchel, Labit, and Brown and Mayor Willson had no questions.

Alderman Clement pointed out that the plan showed a joint ingress and parking easement. He was concerned that if the property is sold what would this joint egress and ingress become a point of contention. Director Kraintz agreed, but the easement spans both properties and, therefore, allows the joint use by the various owners to access this property for the purpose of parking, egress and ingress. He said it is almost a contractual agreement between the two parties and this formalizes the matter.

Commissioner Truesdell confirmed with Director Kraintz that the easement runs with the land and would apply to both lots after the split. Aldermen Clement confirmed that both parcels would have an easement egress and ingress to share even if the owners change. Mr. Laneman said Mr. Willman will file some conditions when the plat is filed and formalize other issues such as maintenance and make usage of this area as simple and easy as possible.

Alderman Clement asked for an explanation why the proposed line was intentionally skewed five feet south for the accessory building. Director Kraintz said midway up the lot there is an accessory structure, which in this zoning district must be five feet from the property line. Nothing could be done about the western property line, but for the newly created line, the intention was to make it compliant.

Commissioner Truesdell asked Mr. Laneman if he could disclose the party interested in purchasing this lot and Mr. Laneman said he would reveal that if he knew.

Commissioner Fluchel made the motion to make favor recommend to the Board of Aldermen for CASE #11-SUB-001. Commissioner Labit seconded the motion; it was passed by voice vote. The vote taken was recorded as follows:

<u>Ayes</u>	<u>Nays</u>	<u>Abstentions</u>	<u>Excused</u>
6	0	0	0

- B. CASE #11-SP-002** – Site Plan approval is requested by St. Joseph Church to build a proposed parish center building and associated parking lot improvements at 555 St. Joseph's Lane. The property is zoned R-1 Single Family Residential.

Mr. Todd Jacobs, introduced the individuals he had invited to the meeting to answer questions on various aspects of the project. Mr. Jacobs said he'd met with both the parish and with Director Krantz and tonight is a summary of those meetings and reviews. He said the drawings will be put on the market in the next couple weeks so they are seeking an improved usage of the site plan.

Mr. Jacobs said the parish has been struggling with a lack of meeting space for all the different functions they have on a regular basis and this new parish center will provide 16,000 sq. ft. of meeting space. It will be a secondary gym with one large room and a raised platform for holding spill over Masses. However, it will not look like a gym, but be interesting and architecturally pleasing on the outside, yet still allow basketball and volleyball games. Internally it will be designed with movable walls so that there can be various sized meetings rooms to accommodate the respective group and function size. Since it is for elementary students, it will be structured lower than a normal building of this size. The outside will be two-color masonry brick, complimentary to the original building and complimentary to the existing gym. The metal roof is sloped for interest and has a skylight.

Mr. Jacobs pointed out that no green space would be taken from the site, since the building will be built where the existing east parking lot is now and will meet all the setbacks. The site slopes slightly and the construction will dig into the slopes a little which will bring the scale down even more. He said the site plan given to the Commission is different from tonight's presentation. It was based on the need for water detention and filtration systems, but recently MSD determined that the site does not require these because the new construction will not affect the existing site enough to kick in the regulations. So the site will be put back into green space and the trees will remain. Traffic will enter from Sulphur Spring and exit onto St. Joseph Lane.

Mr. Jacobs said there will be two entrances. One is the existing school entrance, which will be extended on the south side with a small planting area and there will be a new entrance on the north side. Both entrances will be ADA compliant. There was a parking analysis performed and based on schedules of the different usages for the church and school, it was determined that 286 parking spaces were needed and we have 305. The City of Manchester and the Church are confident that all requirements will be met.

Mr. Jacobs said the landscape plan has not been updated because of previous plans for the water detention basin and filtration, but there will be landscaping done around the building. As the result of the new parking layout, three new light standards will be added. These will be 20 ft. poles with low cut off lamps and from the analysis, the foot candle show no light spillage off of the property. In addition, all wall packs will be eliminated.

Director Krantz said staff has had numerous opportunities to review the plans and are comfortable with tonight's presentation. He said staff was aware that MSD had recently decided that this extra detention was not needed. Thus by keeping the existing greenery with no additional impervious surface and no need for a high maintenance detention area, this decision keeps the site more pristine. He said staff is satisfied with the findings, the parking, and the lighting.

Director Krantz asked Mr. Jacobs about the sports activities and other events planned for this site. Mr. Jacobs said it will have a volleyball and two basketball courts which will be used mostly for practice while the existing main gym will be used for actual games. In addition, there will be a 30" inch high platform that can be used for both various school presentations and shows and for the occasional Mass celebration.

Mr. Jacobs said the exterior of the new building is designed to be sympathetic to the existing school and be more refined and sophisticated. He explained that there will be a darker brick to pick up the color of the original building along St. Joseph Lane and a lighter brick detailing for the new gym. The mullions around the glass will be a soft and refined silver metallic and the roof material will match.

Commissioner Mizerany said it is a beautiful building. She then asked about the construction scheduling and opening of the new building. Mr. Jacobs said bidding will begin in mid May which will take about four weeks then an additional two to three weeks for contract negotiations and approval. He said the goal is to be breaking ground by this summer with a construction timeline of nine months to a year. He added that as part of this project, the existing rectory near St. Joseph Lane will be demolished.

Commissioner Mizerany asked what the typical hours of usage would be for this building. Mr. Jacobs said the evening and weekend usages will mostly be for meetings and receptions, but will not extend beyond the current hours of the Church.

Commissioner Fluchel asked how many current parking spaces there are. Mr. Jacobs said there were 372 spaces, which will drop to 305. Commissioner Fluchel asked where would the other 65 people park that want to attend the fish fry and other functions and events. Mr. Jacobs said the Church has an arrangement with the park just to the north, allowing temporary parking as needed.

Commissioner Labit was concerned that the plans distributed to the Commission are not the same as the plans that the Commission is asked to approve. The Commission's plans show a retention basin, but the presentation showed none. Director Kraintz said since MSD stated it was not necessary, the area that was designated for the retention basin will now remain untouched. Commissioner Mizerany said the new plans were shown to us on the presentation, just not in print. Commissioner Labit stated he was uncomfortable approving plans that do not reflect the current drawn plans.

Commissioner Labit said his other concern is the significant decrease in parking spaces. He said parking is always a premium during Church events and asked if there was another way to avoid loss of parking spaces. Mr. Jacobs said with what he has to work with, it is impossible to get more parking spaces. Although the Church owns other properties, he didn't know of any plans for demolition to create additional parking. Director Kraintz said that based on the shared usage, the number of current parking spaces conformed to the number required by the City. Mr. Jacobs said he was also concerned when he began working on this project, but after discussions with the parish and Director Kraintz, he was comfortable from a scheduling standpoint other than a few exceptions, it should work out.

Commissioner Brown commented that the City uses a shuttle system during special events and asked if the Church would be using this during construction. Mr. Sigillito said an agreement has not been formalized with the Parks Department but he has spoken to Eileen Collins, the Parks Director, about it and said the Church has had a long standing good relationship with the City's Parks Department and feels it will work out. He added that the Church has used a shuttle service before and may have to engage it during construction. Director Kraintz said there would be no need for a refundable deposit from the Church for this construction.

Mayor Willson said the building looks great. He said regarding parking, especially during Homecoming, the City has an agreement with the Community Christian Church, the Journey Church and the Methodist Church to handle the parking.

Alderman Clement asked about the area that was designated for the water detention area. Mr. Jacobs said there are several trees which will remain and a rectory which will be demolished. The area will then be filled in and planted with grass and extended just a little to the east.

Alderman Clement stated a concern about mud flow and other problems during construction that might affect the nearby neighbors and wanted some assurance that this would be managed. Mr. Mueller said the City of Manchester has a contract with St. Louis County regarding erosion control inspection and review of the grading and erosion plans. These will be addressed in our plans and will require weekly site inspections by a certified inspector during the course of construction. If any problems arise, they are noted and the contractor resolves them.

Alderman Clement said he viewed the parking situation as the Church's problem but was glad to see that the Church is going to partner with the Parks Department. He cautioned, however, that if the ground is wet, the Church would not have access to the City's fields and green space. Mr. Sigillito said that that situation has occurred in the past with the Sausage Supper and have been able to deal with it. He added that it isn't the Church's intention to use the open fields for parking but only the small parking lot at the end of St. Joseph Lane and to actually employ a shuttle service.

Commissioner Truesdell said he second everyone's opinion that this is a great looking building. He commented that there was major construction recently done at St. Paul's Lutheran Church where his is a member and the parking was a bit of an issue for us as well. He said the Church worked with Des Peres Park and was able to work the parking issues.

Commissioner Mizerany made the motion to approve CASE #11-SUB-001. Commissioner Fluchel seconded the motion; it was passed by voice vote. The vote taken was recorded as follows:

<u>Ayes</u>	<u>Nays</u>	<u>Abstentions</u>	<u>Excused</u>
6	0	0	0

### C. Manchester Road Great Streets Plan Review

Director Kraintz said at the last meeting the discussion focused on the Memorandum of Understanding between the five cities, but since then the MOU has been eliminated in favor of the Intergovernmental Governmental Agreement that is already in place. We are now focusing on the plan itself which was started four years ago. It was an attempt by the communities to stave off the competition from the new retail centers such as Gravois Bluffs and Chesterfield Valley. And since this has been a retail corridor for some time, there was some feeling that the communities needed to band together to do something. So with that effort, in conjunction with Chamber of Commerce, the first efforts were applied. Then the East-West Gateway Metropolitan organization was able to devise the Great Streets initiative. Manchester Road corridor became one of three demonstration projects in the St. Louis area. There is an urban one in the city, a rural one, and we became the high bred suburban corridor on a regional basis of the five cities - Winchester, Ballwin, Ellisville, Manchester and Wildwood.

Director Kraintz detailed the key points of his Great Streets Master Plan presentation:

- What is the Manchester Road Great Street Master Plan
- Manchester Road Today
- What Caused This
- Manchester Road Tomorrow - Where Are We Going
- Why Transform Manchester Road
- Planning and Urban Design Objectives
- Implementation Objectives
- The "Low Hanging Fruit"
  - Block Numbering and Wayfinding
    - Wayfinding Signage
    - Wayfinding Sign Location Plan
  - Uniform Corridor Lighting
  - Uniform Corridor Appearance
- Possible Leverage of Private Investment Projected Development 2040
- Town Centers
  - Potential Transformation
  - Creation of Town Centers Triggers Access Management Possibilities
- Back Street Improvements
- Other Potential Improvements
- What Can Manchester Road Become

- Manchester Road of the Future
- Implementation
  - Form-Based Code
    - Advantages of FBCs
  - Oversight Authority
  - Funding

Director Kraintz said the plan is an agreement of the five cities—Winchester, Ballwin, Ellisville, Manchester and Wildwood—along the Manchester Road Corridor. It is long range in terms of time and distance and in terms of the economic vitality; this plan benefits not only the property owners and businesses, but also the municipalities that would derive some sales tax from it. Since Manchester Road is a state highway, it is a collaboration of effort with the State DOT, MODOT and the utilities agencies working together. The plan is pedestrian oriented and promotes walkability. We talk about it being functionally complete, that is, the relationship between the road and the land uses and if possible, placemaking, creating destinations. He said with today's emphasis on going green, the Great Streets are meant to conserve energy and reduce energy consumption.

Director Kraintz said most of his comments will be confined to Manchester only. He said Manchester Road is auto oriented. Development started in the 1960's, 1970's and 1980's. It is very low density. The parcels are strip developments with no connection between them and to get out or facilitate access means putting more traffic on Manchester Road. Because of this, it is considered piecemeal or uncoordinated. He then showed pictures depicting this disconnection. Back then there was growth and community pride, but now it suffers from overabundance. The attempt now is to create higher value and more compact development.

He said there currently is a shift in population, aging of population, and new lifestyle changes by the younger cohorts.

Commissioner Labit said the south side of the street has its lighting and brick sidewalk which is in line with this plan, yet the north side has none of this and asked why not. Director Kraintz said the south side is easier to work with. It doesn't have the utility poles and the right of way is a little less to work with. The example of the city project was to create more of a historic flare on the south side with its lighting and pavers. Cost was also a consideration for not doing both sides.

Commissioner Truesdell asked what auto-oriented retail meant. Director Kraintz said it's car dealers, strip centers, fast food restaurants and drive through bank tellers although we don't have many of these. He said basically your shopping trip is dependent on the car.

Director Kraintz said in the plan and according to the results of a survey done about a year or so ago, many responses were in favor of clustering at nodes or town centers. There was value placed on the high density more compact development of mixed uses of commercial and residential uses. He said by transforming Manchester, the city would be investing in its community, would create a sense of place, and afford the quality of life that today's lifestyles are seeking. In a recent conference he'd attended he said these types of improvements and development are the goals of suburban planners nationwide. So along with the road improvements of the corridor are the enhancements and improved quality of life for the city.

Director Kraintz then detailed the objectives, design, development, funding and implementation of the plan.

Alderman Clement Mike asked Director Kraintz to expand on the public/private partnerships and implementation point of the presentation. Director Kraintz said in today's complex development environment developers need the cities, municipalities and government sectors to help them achieve what they need. Similarly we can use their interest and investment to achieve what we want. As an example, with the Highlands project the developers needed something from the city and we needed something from them. One of the benefits that resulted from this partnership was that Manchester got the clean look of the removal of power poles with the installation of underground utilities. We also

have partnerships with the federal, state, utilities and other agencies to tap into the funding cycles they have for enhancement and surface transportation projects. It is really all working together to try to make this happen.

Alderman Clement asked if this represented something new that we would be unfamiliar with. Director Kraintz said what may be new is the oversight authority of the five cities and possibly MODOT would align themselves in some formal arrangement to manage projects within this district.

Alderman Clement asked about the oversight authority and if that meant that, say, Ellisville, would have some sort of authority in what Manchester may define in the way of redevelopment. Director Kraintz said he did not see that being the case. He said although the language for that legislation has not been created yet and he didn't know what the direction it would take, no one would feel comfortable with that and no one has expressed that there would be any type of control of the individual city's development efforts.

Commissioner Labit asked is control so much needed as cooperation. There already is a committee with mayors and city planners. An example is Ellisville is currently looking into a super WalMart within a few miles of the brand new one here in Manchester. So either this will not last or all the businesses are going to be ground in between those two behemoths. And if you lose all your local businesses then the Great Streets Plan isn't so good. He said to show support and cooperation and to follow the spirit of this plan, Ellisville should tell WalMart "no thanks" because there already is a WalMart super store in Manchester. Cooperation is a major factor in the economic success of this plan. Director Kraintz said he didn't think Ellisville would be willing to give that up and he assumed Ellisville has information that shows it can be supported. Director Kraintz pointed out that currently there are two Best Buy stores within a few miles of each other that the areas are able to support.

Commissioner Labit said again the whole spirit of this is working together and certainly on that plane, not just the pavement, but up there in the economic rarified air of planning and doing is a major factor in the whole success of this. All these little areas that are defined here are not little islands—this is a whole area we are talking about. Director Kraintz interpreted Commissioner Labit's comment to mean that if there is a prospect of a WalMart this one oversight committee decides where it goes.

Alderman Clement commented that the City would go to that extent. The communities are still going to want a strong oversight of what goes on in their own city limits, but what Commissioner Labit is saying is that there needs to be some cooperation and collaboration but not necessarily give any one community the ability to stop what was going on in another community. But there needs to be general parameters that we are able to live within.

Alderman Clement asked if the "dedicated funding sources" mentioned tonight would be some sort of taxing district overlay. Director Kraintz said that that would be the idea. Currently there are special interest taxing districts like the Transportation Development District (TDD), Neighborhood Improvement Districts, and Community Improvement Districts. This would be a distinct area with a dedicated source such as a property tax or sales tax that are collected. Another question is does our district remain west of Highway 141 or should it extend east to the city limits, which would include where we are now and the south side.

Alderman Clement said we are aware of the amount of taxes that buyers and visitors pay in the Highlands. If we are looking at turning this entire stretch of Manchester Road under a TDD "umbrella", we would in essence add another layer of taxes to develop this. Although we need a dedicated funding source, it seems doing it this way will hurt our ability to create an environment where people want to come and purchase things if they have to pay a considerably higher tax in that district. Director Kraintz said that was well stated and the Great Streets Planning Team are very sensitive to that and do not wish to pursue a sales tax with a dedicated funding source. In this district particularly 10% would be reached, which is too high. So we would be looking more at a property tax, but at this point no levels have been determined.

Alderman Clement asked Director Kraintz what the other community planners are using as a funding resource for their redevelopment projects. Director Kraintz said it was a gamut of different means and



everyone is scrambling for what they can get. The notion of higher density and walkability lifestyle seems to generate development interest. The private sector is motivated and it's up to the governmental side to come up with matches for sources of funding, which mostly comes from these special taxing districts.

Director Kraintz addressed the "low hanging fruit" of the plan—the things that can be programmed to be done in the next three or four years and have been addressed in the plan. It is block numbering and wayfinding signage. One of the major complaints by motorists, customers, and patrons was not being able to locate places on Manchester Road. This caused a loss of business, because they would go elsewhere to do their shopping or business. Each leg of an intersection would be identified with block numbers and street names. In addition, the addresses on businesses along the corridor would also be improved and made more easily readable. He said that the block numbering and wayfinding signage could be started within the next year or so by applying for those STP grants that were mentioned at the last meeting.

Alderman Clement asked if the numbering from Hwy. 141 to Wildwood was consecutive or disjointed. Director Kraintz said the corridor is seven miles long and that the addressing was consecutive and would not require renumbering.

Director Kraintz said there are tens of different intersections where the block numbering signs would go. He showed the wayfinding signage and said it was patterned after the regional St. Louis wayfinding signage throughout the metro area. He described how they could be tailored to the needs of the various cities and have their own logos and sign style.

Director Kraintz said another aspect of the plan is uniform lighting. He described the current historic lights in Manchester, but pointed out that they are somewhat inconsistent in their spacing and don't have much impact on lighting the street or sidewalk. He then showed an example of consistent, well-spaced and effective lighting used in another community. Alderman Clement commented that Manchester is a proud historic community and said other communities may not want to have the same type of lighting in their community and wondered if Manchester would then have to take its historic street lights down. Director Kraintz said everyone recognizes the historic character and nature of our area and the other cities probably would allow some flexibility in the style of lighting for our city. He said to keep it consistent with the other cities, our lighting could be the same height, color and spacing, yet the style only would vary. And he added that the north side should also have the same lighting treatment as the south side. Commissioner Labit commented that although Manchester doesn't have the same exact lighting as the next city, it could be consistent in all other aspects and still have a uniform look.

Director Kraintz pointed out a comparison of what Manchester currently looks like against the possible appearance with uniform signage and consistent lighting. He said in 2014 MODOT is going to undertake the repaving of Manchester Road from Hwy. 141 to Hwy. 109. He said this is the time to incorporate the block numbering, the wayfinding signage, and the lighting. The paving cost will be \$7 million. East-West Gateway projects that there could be up to another \$8 million available to cover these improvements. He then broke down the costs: Wayfinding: \$250,000, Trees and (ADA compatible) sidewalks and streets and bus stops (locations not currently know): \$6 million; and Lighting: \$2 million. This would be a total of approximately \$15 million available by 2014 for the corridor improvements. Alderman Clement inquired that \$8 million would come from MODOT but asked where the other \$8 million would come from. Director Kraintz said from pots of Federal money that East-West Gateway has available. Alderman Clement asked if the \$16 million would entail any special taxing district in 2014. Director Kraintz said while it would not entail a taxing district, what we don't know is whether or not there will be a local match. He explained that any time there is a Federal inclusion of money, there usually is an 80/20 split—80% Federal and 20% Cities. So by next year and years thereafter, we should be going to the budget sessions and begin budgeting for our contribution. He added this would be distributed among the five cities. Commissioner Labit asked if this \$15 million was the entire corridor what would be the cost for just the Manchester area. Director Kraintz said he didn't have the exact amount but said there is a proportion of linear footage that was divided among the cities. Commissioner Labit then guesstimated on Manchester's share and said it seemed

reasonable. Director Kraintz said that it would require some engineering to be sure of our portion of the improvements.

Mayor Willson said Manchester is the fourth smallest amount of linear feet, which equates to about 17%, so it's not 1/5 of the amount. He said Winchester is on one side and we have from Hwy 141 to Baxter Road which is about 1/3 of Ellisville and Ballwin have in linear feet. He said we talked about the "sense of place" and about "Historic Manchester", but probably the only people that know it's historic are its residents. He said ads will refer to restaurants and businesses that may be off Manchester Road, but are billed as being in Manchester when they may be in Ballwin or in the County. He said to have these historic signs and lighting may help people recognize Manchester and not think we are Town and Country or St. Louis County or Ballwin. Alderman Clement said some of that confusion is derived from the mail routes that come out of Ballwin, Valley Park and Manchester. Commissioner Mizerany agreed that this has been a pet peeve. She said the zip codes and the way the post office assigns the mail routes has been something we've had to fight for years and probably will for years to come. She said that these proposed wayfinding signs with our logo and the historic lighting can possibly create a means of producing a personality for Manchester in this section of Manchester Road and help combat this issue.

Alderman Clement said regarding the uniform corridor appearance, the cost really doesn't substantially change Manchester Road. He said the curb cuts are still going to be there and doesn't reshape the feel of that street. The newly paved sidewalks may be more user friendly, lighting will certainly give more character, but we will still have a Manchester Road with a thousand curb cuts between Hwy. 141 and Wildwood. Director Kraintz agreed but added that the subject of curb cuts was the next portion of discussion.

Director Kraintz pointed out the charts, tables and pictorial concepts of the programmed improvements for the corridor by 2040. He said the only way to reduce those curb cuts is with redevelopment. The plan aspires to the creation of town centers. This triggers access management where curb cuts are reduced, traffic is relegated through signalized intersections, a grid network is produced, and alternate means of travel through the district are created through the back streets as opposed to just Manchester Road. He then showed possible improvements to the back streets of Manchester and the reduction in retail square footage and an increase in office and residential usage.

Director Kraintz described the other possibilities of what private development can do to create other amenities such as relocating, burying utilities, creating parks and open space and storm water facilities, bus shelters and public art. All this is an example of leveraging the private investment for the public good. He then showed possible developments and described the potential usages and benefits.

Commissioner Labit asked if Manchester would be willing to get rid of some stop lights. Director Kraintz said that MODOT is very sensitive to the reduction or addition of street lights because of the timing necessary to move the traffic volume through the corridor. Commissioner Labit commented that the secondary street lighting would be critical to the success of this plan.

Alderman Clement asked if the other economic planners agree that for this to be successful it would take some major redevelopment and where the additional funding would come from. He said the \$16 million wouldn't take us very far. Director Kraintz said to achieve these things the five cities would have to use the plan with developers and determine what would work best for all parties.

Commissioner Mizerany said years ago we spent a lot of time developing a comprehensive plan. The goals for the plan were somewhat sidetracked by the development of the Highlands. She commented that the Great Streets Plan seems to go hand-in-hand with the comprehensive plan. She said the comprehensive plan also provided renderings of improvements to Manchester and its historic area. Director Kraintz said ultimately the aim is the adoption of this plan by the community. This could be an addendum or adjunct to the existing comprehensive plan, it can be incorporated as an additional chapter or as a subarea study.

Director Kraintz said Ellisville has adopted this plan in its entirety except for the implementation section. Ballwin and Winchester are expected to have their public hearing on the plan later in May. And Wildwood is getting close to adopting it as well. This sets and stage for how we all come together to begin implementing this plan.

Alderman Clement asked what needs to be approved since the Memorandum of Understanding (MOU) was no longer a requirement. Director Kraintz said the initial document binds us together to produce to this plan. He said what it doesn't do is cover unforeseen projects that may occur and may affect the city's participation in the plan and outline what is needed for all the cities to collaborate and co-operate to make this happen. The road improvement will happen now, but how we band together to market the plan to attract developers to create the plan's look is still in question. Commissioner Labit asked isn't that what the Committee of the Cities' Planners for. Director Kraintz said the committee relies on the cooperation of the cities involved but how do you transcend over this time period the different political administrations, the different cycles. The intent is to find something a little more binding rather than just a committee of city planners.

Alderman Clement said he was surprised that Ellisville approved this plan since it seems there are a lot of unknown factors to the plan. He said a lot of the questions presented tonight have gone unanswered such as funding, collaboration or uncooperation. He said every community should be raising these questions and then finding the answers. Director Kraintz said the plan is the start of going down that road. He said it's agreeing to the central principles of the plan, it's about pursuing a dedicated funding source, and at least talking about creating an oversight committee. The plan said these are the aspirants we will pursue and undertake but if at the end of the day you disagree, you don't do it. This does not prescribe what that will be since we haven't all gotten together to determine what the language of that legislation will be. He said adopting the plan is just the first step.

Commissioner Labit asked about the graphic that had been professionally done and commented it was a perfect means to convey what the redevelopment could look like. He suggested that this graphic be shared with the Planning Committee. Director Kraintz said the city hired this contractor to draw the graphic of what Manchester could look like to give the Commission a better means of visualizing the possibilities.

Commissioner Mizerany asked since Ellisville had adopted and the other communities will soon be adopting the plan, what "adopting the plan" entail. Director Kraintz said this is a statement by the city to agree to move forward with the plan. There are no documents to sign. Commissioner Truesdell commented that's a step beyond the intergovernmental agreement. Director Kraintz said that this commission has the authority to adopt the plan. Alderman Clement asked if this would be brought before the Board of Aldermen and what are the next steps.

Director Kraintz the first step is the adoption of this plan without any commitment except to say that we are moving forward. The next steps are to secure funding for block numbering and wayfinding signage for next year, and other initiatives to get the funding for, the engineering for the lighting and sidewalks and such, to incorporate into the 2014 MODOT paving plans. We are trying to leverage the private sector to come up with the funding since they would also derive benefit from these improvements. Alderman Clement said he understood that the \$16 million would be available with only the need to match 20%, but mention was made of looking for some public support from the businesses. Director Kraintz said it is to pay for the "soft costs" such as engineering and designing of the lights, the sidewalk improvements, etc. These are all things that MODOT is relying on us to provide. Commissioner Labit asked if it was part of the 20% match and if it included the design and engineering aspects of the plan. Director Kraintz said he thought the 20% is part of the hard costs only of the improvements starting along the corridor in 2014 and did not include these costs, but he would check. Commissioner Labit said that this is a little confusing since he thought the numbers previously quoted included all costs of the plan, which would be shared by the five cities in the 20% match. He suggested that only the "done deal" costs – all costs of the plan be quoted in the future.

Commissioner Brown questioned whether he'd see any progress on Manchester in his lifetime. Director Kraintz said that although this is a 30-year plan, steps can be made for submission of the technical specifications and proper grant paperwork for the signage and lighting within the next year or two.

City Attorney, Patrick Gunn said he was in awe of Director Kraintz's and other's credible vision of what Manchester Road could look like. But when you talk about adopting this plan, first of all it has to be adopted in the context of no commitment whatever from the city with regard to proceeding with the plan, certainly no expenditure of any funds, because this commission does not have the authority to commit the city to spending any funds. In that context, I caution you. We see \$15 million from which \$7 or \$8 million is for the repaving. Mr. Blattner said it's really not \$7 or \$8 million but whatever amount MODOT thinks it needs in order to repave the road from Hwy 141 to the end of the corridor. So that could be more or less or consume a lot of the \$15 million.

Mr. Gunn said when you get money to be given to some kind of district that is to be created, there probably will be strings attached. There will be the need for some commitment and will probably be the need to for the city to give up something to get that money. This could be that the regulatory authority here may limit the curb cuts or may have some authority over zoning questions such as residential usage within the commercial district is appropriate. He said we need to be very careful that there may be some quid pro quo for getting this money. He can't imagine that the state of Missouri in its current financial condition would say, "Here's \$15 million, MODOT will spend \$8 million of it, there is \$7 million left for you five cities, so here it is and figure out how you want to divide it up." There will be some input.

Mr. Gunn said in addition when a district is created there will be some input. The Regulatory Authority has been referred to several times within this district and there will be decision making required. He then brought up how the votes would be divided and if each city would get one vote or would MODOT also have a vote. He asked what kind of decisions would be made. And what would we need to give up, if anything. These are all very legitimate questions that might be resolved in a way that is very favorable and acceptable to the city, but we don't know.

Mr. Gunn said if the adoption of the plan is the first step then it must be couched in terms of no commitment to proceed and no authorization to spend any kind of money, and in that context, he didn't see what the benefit of adopting the plan is. He said if the Commission adopts this plan tonight or in the not too distant future, these questions should be kept in mind and no commitments made.

Commissioner Truesdell said that per Mr. Gunn, the Commission has the authority to adopt the plan making a motion to show support of the plan but cannot authorize any commitment to its funding or to its implementation. Mr. Gunn said this is more than a plan because discussions of low hanging fruit, community contributions, and dedicated funding are involved. He said he just doesn't want the City to get too far ahead in committing the City in expending any kind of funds. Commissioner Labit said he felt the Board of Aldermen should be involved in this. Mr. Gunn said the Commission has the authority to adopt this plan but without authority to proceed and without funding, the plan won't go any further than here. He said this will at least satisfy Director Kraintz's purpose to go back to the Planning Committee and let the other cities know we also support the plan. Commissioner Labit asked if each city could fund its own piece. Mr. Gunn said there have been discussions about that possibility, but as yet we do not know what strings are attached to this money or how the implementation of the plan will be regulated.

Commissioner Labit asked how the timelines and the budgeting cycle of the city worked. Mr. Blattner said about mid July budgeting papers are distributed to all departments to start planning for the next year's budget and to make provisions for the five year plan. He said from his discussions with other administrators, the block addressing and wayfinding signage is something that we all can undertake and see some value for the money put in. But as Mr. Gunn pointed out there are a lot of issues and costs that we've not had the opportunity to determine their magnitude they have on the cities. There is a tremendous amount of private and public investment that must go in to make the plan work. He said the City is not in any position to make a commitment on the full plan but we can address the block

addressing and wayfinding signage now and get that done along with MODOT's overlay plan to pave Manchester Road. He said it is also his understanding that MODOT will look into doing some ADA compliant sidewalk work along the Manchester Road corridor. A lot of the \$15 million is the overlay work but the sidewalk work could take up most of it and whatever remainder there was would be available to the Great Streets concept.

Commissioner Labit said if July is the beginning of the budget cycle with the ending in November, and if monies are not budgeted for this by the end of November when it's presented to the Board for approval, then it will have to wait until the next year. Mr. Blattner said the City has lots of projects and wish lists and this project would be on that list which the Board would need to decide what's going to be budgeted for it. Mr. Blattner said he believes after all the meetings and discussions about this plan, the City will want to take some action on this plan and the signage is something that would be attainable for the City at a relative low cost and provide some assistance to the general public. Commissioner Labit asked if we should budget for it now or wait another year. Mr. Blattner said the City should put a line item in the 2012 budget for the signage and begin working with MODOT to accomplish this and added that the other four cities are also in agreement to moving forward with this.

Mayor Willson said it seems that the worrisome word is "adopt". If you don't want to "adopt" the plan, then buy into it or opt into it. We should look at it as opting into it as something we can see for Manchester in the future. He said MODOT has an eighteen month window to design, engineer and move forward on this project, so we don't have until 2012 to decide if we'll do anything or not. He said this is a 30 year program that he and many others won't see to its conclusion, but we need to at least start to move forward on it so that we can see some of the improvements and benefits to the city now.

Alderman Clement suggested that Director Krintz, Mr. Gunn and Mr. Blattner put together some kind of motion for this Commission that will be general and broad enough that can be endorsed by this Commission. He added that this presentation also needs to be brought before the Board of Aldermen and to the business community. Mr. Gunn said he will prepare a motion that all the senior staff would be comfortable with.

Mayor Willson there is a business entity with over fifty businesses spearheaded by Elco Chevrolet that have formed a committee that meets on a regular basis. They have had already had a lot of input into this and are involved in it.

Commissioner Truesdell suggested making the motion to table until Director Krintz, et al, can develop an appropriate statement that captures the thoughts and concerns discussed tonight.

Commissioner Fluchel asked if the rest of the City of Manchester could be included in this project. The plan starts at Hwy. 141, but the City extends east to Enchanted Parkway. Starting from Hwy. 141 seems unfair, especially if you are going to go through the City and ask for a tax increase. If the portion to the east isn't included in the whole plan, then it will fall 100% on the City to pay for the improvements to the east. This may not be in the \$15 million. He said he wanted to know if there was an advantage or disadvantage to including this portion of Manchester.

Alderman Clement agreed that this needs to be included, but this area is already under a TDD and is already in a higher tax base at Highlands District and south Manchester TDD. He said he would be opposed layering another tax on that. So maybe we do the improvements but leave them out of any additional tax.

Mayor Willson said east of Hwy 141 is being looked at by St. Louis County and the unincorporated area of St. Louis County, Town & Country and Des Peres. They are looking at us to see what that Great Streets initiative is going to do for Manchester.

Director Krintz said we are sensitive to the taxing issue, especially on the sales tax. Commissioner Labit said the tax issue is a little ahead of where we are. He said right now we are just looking at signs and the point here is if we are budgeting for signs that it starts at the eastern boundary of Manchester.

Commissioner Mizerany said there needs to be a consistent look from boundary to boundary and she knows of no other city this is being literally cut in half like Manchester is. All the other cities are being covered from boundary to boundary.

Mayor Willson suggested that the “brain trust” come up with the language that will cover our entire city in the Great Streets project.

Commissioner Labit made the motion to table the Manchester Road Great Streets Plan Review. Commissioner Fluchel seconded the motion; it was tabled by voice vote. The vote taken was recorded as follows:

<u>Ayes</u>	<u>Nays</u>	<u>Abstentions</u>	<u>Excused</u>
6	0	0	0

**7. PLANNING AND ZONING DIRECTOR’S REPORT**

Planning and Zoning Director Kraintz had no additional comments.

**8. EX-OFFICIO’S REPORT**

Alderman Clement said last meeting had the same Board, but now the election results have been certificated so on May 2 we will have the swearing in and begin with a new Board of Aldermen.

**9. COMMENTS FROM THE PLANNING AND ZONING COMMISSION**

Commissioner Labit commented that the Director Kraintz had given the Commission a very fine presentation on the Great Streets Plan.

Commissioner Mizerany thanked the City of Manchester for its support and sympathy at the death of her father-in-law and past local celebrity and retailer, Steve Mizerany.

**10. ADJOURNMENT**

Commissioner Brown made the motion to adjourn the Planning and Zoning Commission meeting of April 25, 2011, at 9:32 p.m. Motion seconded by Commissioner Fluchel; motion approved by voice vote. The vote taken was recorded as follows:

<u>Ayes</u>	<u>Nays</u>	<u>Abstentions</u>	<u>Excused</u>
6	0	0	0

Respectfully submitted by Cynthia M. Holten, Recording Secretary

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